NORTHERN LAND USE PLANNING

PROPOSED

SEVEN YEAR PROGRAM

NORTHERN LAND USE PLANNING - SEVEN YEAR PROGRAM

A. INTRODUCTION

In developing the seven year Planning Program, all existing, impending and prospective land use issues related to development and/or conservation were reviewed. This review, together with input from other Federal Departments and the Territorial Governments led to a preliminary priority assessment. Sixteen Planning Areas covering all of Northern Canada have been identified, and a seven year schedule has been defined to complete Land Use Plans for each of these areas by 1992 (See Figs. 1 and 2).

Initially, emphasis will be given to top priority Planning Areas which have been determined on the basis of "hot spots" in each. Because of the number of issues identified, their relative importance in relation to national policies and local interests, the large areas involved, and associated resource requirements, the depth of planning undertaken will vary between and within Planning Areas.

If urgent issues develop in lower priority Planning Areas, special projects may be undertaken to address them; these will be outside the main Planning Program and associated schedule.

Although, in large part, the Planning Program will begin by responding to development pressures (reactive planning), the proposed undertaking of four or more planning studies concurrently in any given year (see Fig. 2) will result in a transition to planning in advance of proposed activities (proactive planning) approximately half way through the Planning Program.

B. PRIORITY ASSESSMENT AND PLANNING AREA SCHEDULE

The following is an identification of the priority issues in each of the 16 Planning Areas listed in the proposed planning schedule (Fig. 1). Yukon and the Northwest Territories are treated separately.

1. Northwest Territories

Of the 16 Planning Areas identified in the North, nine are located entirely within the Northwest Territories, and two (Beaufort Sea and Mackenzie Mountains) straddle the Yukon-NWT border).

(a) Beaufort Sea Area: 1984-87

Joint planning by the two Commissions will be necessary for this Area.

The Beaufort Sea - Mackenzie Delta area has been the focus of considerable attention for several years due to oil and gas exploration and discoveries, both onshore and offshore. The primary emphasis is on providing a framework within which exploration, production and development may take place, while

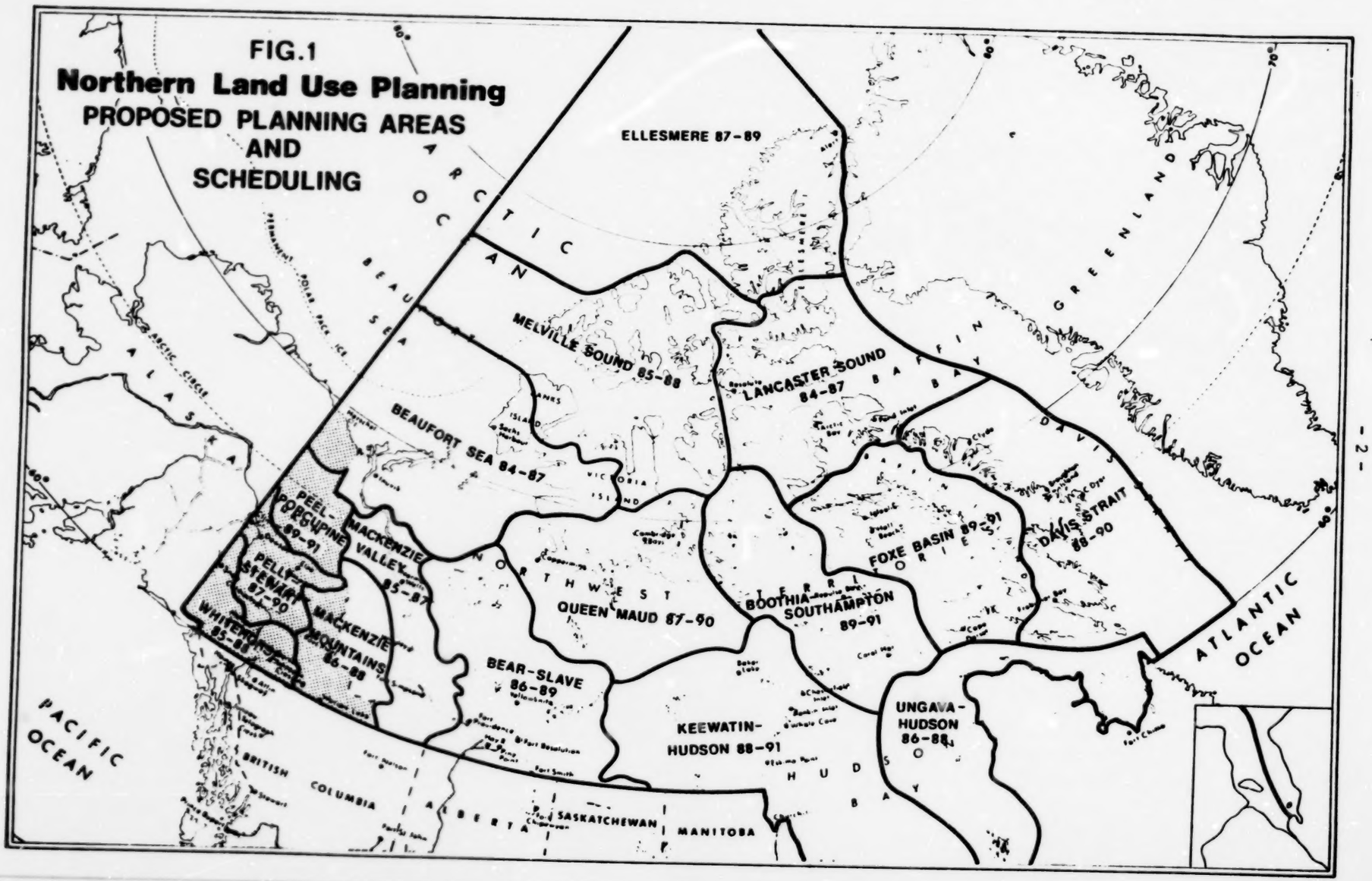
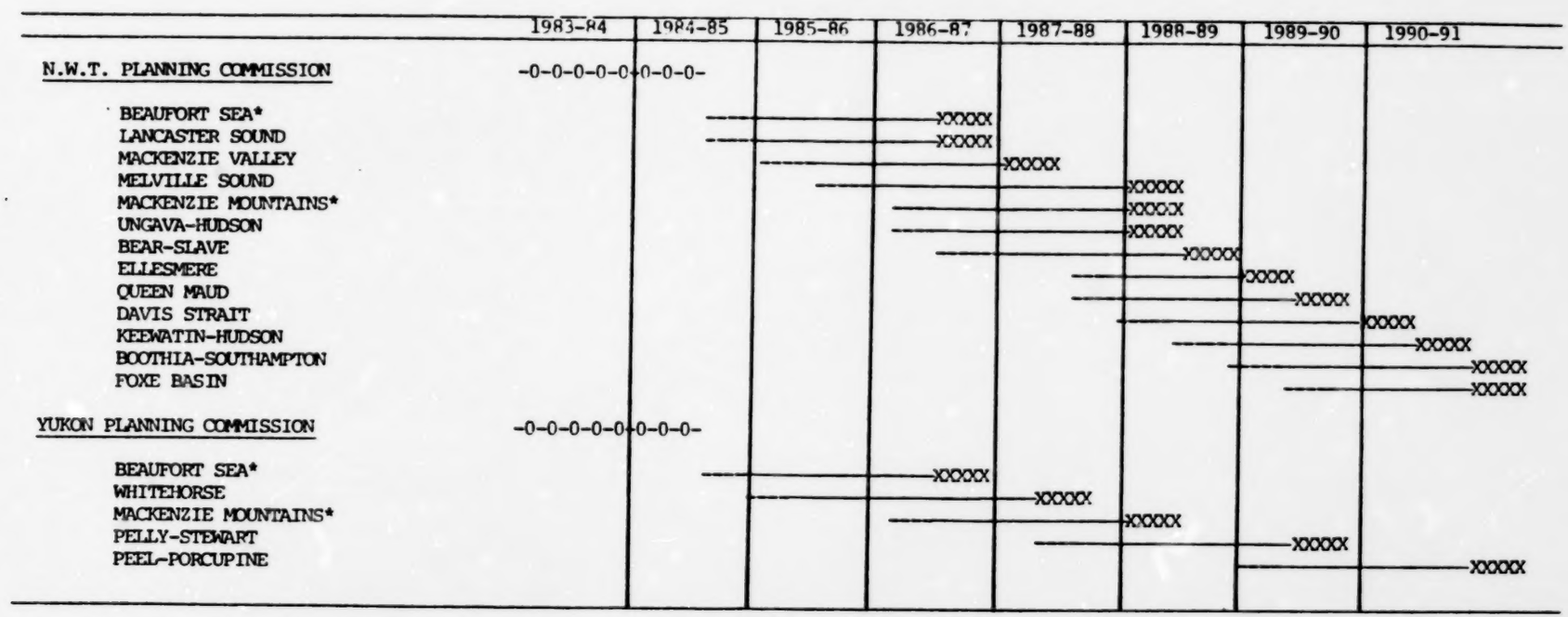


FIG.1
Northern Land Use Planning
PROPOSED PLANNING AREAS
AND
SCHEDULING
ELLESMERE 87-89
MELVILLE SOUND 85-88
LANCASTER SOUND 84-87
BEAUFORT SEA 84-87
PEEL-PORCUPINE 89-91
MACKENZIE VALLEY 85-87
PELLY-STEWART 87-90
WHITEHORSE 85-88
MACKENZIE MOUNTAINS 86-88
QUEEN MAUD 87-90
BEAR-SLAVE 86-89
FOXE BASIN 89-91
DAVIS STRAIT 88-90
BOOTHIA-SOUTHAMPTON 89-91
KEEWATIN-HUDSON 88-91
UNGAVA-HUDSON 86-88
ARCTIC OCEAN
BEAUFORT SEA
ALASKA
ARCTIC CIRCLE
PACIFIC OCEAN
BRITISH COLUMBIA
ALBERTA
SASKATCHEWAN
MANITOBA
NORTHWEST TERRITORIES
BAFFIN ISLAND
GREENLAND
DAVIS STRAIT
HUDSON BAY
ATLANTIC OCEAN

FIG. 2. PROPOSED PLANNING SCHEDULE



-0-0-0-0-0-0-0- APPOINTMENT OF COMMISSION, STAFFING, ORGANIZATION

*JOINT STUDES BETWEEN YUKON AND NORTHWEST TERRITORIES COMMISSIONS

-----PRELIMINARY FUNCTIONS: Terms of Reference, Organization of TEAMS, etc.

———PREPARATION OF DRAFT PLAN

XXXX PUBLIC & INTERDEPARTMENTAL/INTERGOVERNMENTAL CONSULTATIONS, PLAN APPROVAL

ensuring that the concerns of the local residents are given full consideration, and that negative environmental impacts are kept to a minimum.

The primary issues are:

i) oil and gas exploration, production and development;
ii) infrastructure:
- exploration and production platforms; artificial islands; and caissons;
- gathering and/or transportation pipelines;
- loading and shipping;
- shore-based facilities; accommodation; storage; stockpiling; and over-wintering;
- communications;
- power generation and transportation;
- water supply; and
- solid and liquid waste disposal;

iii) armour rock quarrying; and granular material removal, both onshore and offshore;
iv) roads and airstrips;
v) operating procedures and scheduling;
vi) contingency and emergency plans;
vii) areas of seasonal use by wildlife and waterfowl:
- breeding;
- nesting;
- calving;
- staging;
- feeding; and
- denning.

viii) community development;
ix) maintenance of traditional lifestyles;
x) hunting and trapping;
xi) employment, training and business opportunities for local residents and native people;
xii) national parks; territorial parks; wildlife reserves; bird sanctuaries; IBP sites; and reindeer grazing reserve;
xiii) Bluenose caribou herd;
xiv) Porcupine caribou herd (international);
xv) marine mammals (international);
xvi) international boundary and related issues; and
xvii) international transportation.

(b) Lancaster Sound: 1984-87

The Lancaster Sound area has a high biological productivity, and supports significant marine mammal and bird populations. Also, it has a high oil and gas potential. As well, it is the eastern entrance to the Northwest Passage - the proposed route to transport hydrocarbons from the Beaufort Sea and Arctic Islands to southern markets by both Canadian and U.S. proponents. Local communities have expressed strong concern about the effects such development activities may have on marine life and, consequently, on their associated traditional lifestyle.

The main issues are:

i) sovereignty over the Northwest Passage;
ii) oil and gas transportation through the Northwest Passage;
iii) safety of year-round shipping;
iv) ships' tracks through the ice;
v) effects of underwater noise on marine mammals;
vi) disturbance of wildlife migrations and effects on hunting patterns;
vii) oil and gas exploration in Baffin Bay;
viii) pace and timing of industrial development;
ix) "boom-bust" effects on the regional economy;
x) social disruption;
xi) wage employment and business opportunities;
xii) technical and managerial training for native people;
xiii) freedom to choose a lifestyle;
xiv) distribution of costs and benefits;
xv) mining exploration and development;
xvi) transportation of minerals;
xvii) infrastructure and accommodation;
xviii) protection of areas of historical or cultural significance;
xix) tourism planning and development;
xx) national park; IBP sites; and wildlife protection;
xxi) polynias, and ice margin productivity; and
xxii) iceberg hazards.

(c) Mackenzie Valley: 1985-87

The Mackenzie Valley is the most diversified of all the Planning Areas, in terms of resources and land uses, both actual and potential. The oil field expansion at Norman Wells, and the associated construction of a pipeline on the east side of the River, will further enhance the Valley's role as a transportation corridor. It also is a favoured route for an eventual pipeline for hydrocarbons from the Beaufort Sea to southern markets. A number of communities occur along the River, and the native people mainly are dependent for their livelihood on the renewable resources, which they fear are threatened by developments.

Issues and concerns in this Planning Area are:

i) pipeline construction;
ii) road construction to the Mackenzie Delta;
iii) terrain stability and permafrost;
iv) social disruption;
v) "boom-bust" effects associated with road and pipeline construction;
vi) benefits, employment, training and business opportunities for local residents and native people;
vii) technical and managerial training for native people;
viii) abandonment/reclamation of construction camps;
ix) contingency plans for oil spills;
x) wildlife management;

xi) disturbances to migration;
xii) traditional lifestyles;
xiii) hunting and trapping;
xiv) agriculture;
xv) forestry and forest fires;
xvi) hydro-electric development potential;
xvii) mining exploration;
xviii) sport and commercial fisheries;
xix) trans-boundary water-related issues, particularly on the Liard River; and
xx) Peel River Wildlife Reserve; and IBP sites.

(d) Melville Sound: 1985-88

This Planning Area includes both the western part of the Northwest Passage and the Sverdrup Basin; the latter has a high hydrocarbon potential. Limited resource development currently exists in the Area; however, eventual developments in the Beaufort Sea, and the consequent transportation requirements, and/or developments in the Sverdrup Basin warrant the Planning Area receiving early attention.

Primary issues are:

i) oil and gas exploration;
ii) gas production in the Sabine Peninsula;
iii) pipeline construction on Melville Island;
iv) construction of a gas liquefaction plant and loading terminal;
v) construction of harbour facilities;
vi) oil and/or gas shipping through the Northwest Passage from the Beaufort Sea and/or Melville Island;
vii) gas production on King Christian Island;
viii) gas shipping from King Christian Island to European markets;
ix) year-round shipping safety;
x) ship tracks through ice and associated migration disburbances;
xi) marine mammal disturbances;
xii) caribou migration disturbances on Melville Island;
xiii) Peary caribou population decline;
xiv) contingency and emergency planning;
xv) Banks Island Bird Sanctuary; north Banks Island National Park proposal; and IBP sites; and
xvi) sovereignty in the Arctic.

(e) Mackenzie Mountains Area: 1986-88

Joint Planning by the two Commissions will be necessary for this Area.

The Mackenzie Mountains Area is one of the most highly mineralized areas in the North. One of the principal mineralization zones straddles the Yukon-NWT border, at the headwaters of the South Nahanni River (which flows into the Nahanni National Park). The area supports prized wildlife species such as the mountain goat and Dall sheep, and access is difficult and limited because of the rugged topography.

Regional issues and concerns are:

i) maintenance of water quality in the National Park;
ii) the provision of road access to the Cadillac mine development;
iii) impact of mineral exploration throughout the area;
iv) trans-boundary administrative issues;
v) access roads and airstrips;
vi) upgrading/reconstruction of the North Canol Road in the NWT;
vii) road maintenance;
viii) townsite or fly-in/fly-out operation alternatives;
ix) accommodation; water supply; and waste disposal;
x) communications;
xi) power production and transportion;
xii) terrain stability/permafrost;
xiii) wildlife;
xiv) sport hunting and outfitting;
xv) critical wildlife habitat for breeding, calving and mineral licks;
xvi) effects of low altitude over-flights on wildlife and national park charcteristics;
xvii) fisheries;
xviii) traditional land use;
xvix) benefits, jobs and business opportunities for local residents and native people;
xx) technical and managerial training for native people;
xxi) forestry potential;
xxii) tourism;
xxiii) national park boundary extension proposal; and
xxiv) IBP sites.

(f) Ungava-Hudson: 1986-88

All the islands in James, Hudson and Ungava Bays off Quebec are part of the NWT, and they support significant populations of marine mammals and/or birds which are used by Quebec-based native communities. There are also conservation interests, particularly in the James Bay Islands.

Issues include:

i) oil and gas exploration;
ii) territorial-provincial relations concerning land and resource uses;
iii) marine mammals, particularly on Belcher Islands;
iv) bird colonies and nesting grounds on Coats, Mansel and Akpatok Islands;
v) Twin Island Game Sanctuary; and IBP sites;
vi) waterfowl migrations along the east shores of Hudson and James Bays;
vii) marine transportation; and
viii) future hydro-electric developments in northern Québec.

(g) Bear-Slave: 1986-89

The Bear Slave Planning Area is the most populated of all those in the NWT. It encompasses Great Bear and Great Slave Lake, and includes significant mining and forest potentials. Mining exploration is often viewed as a threat to caribou herds, and as competition with conservation interests, particularly in the East Arm area of Great Slave Lake. The Slave River hydro-electric development proposal by Alberta has raised concerns in the NWT.

Topics to be included in planning are:

i) mining exploration, development and production;
ii) access roads;
iii) facility sitting;
iv) power production and transportation;
v) townsite or fly-in/fly-out operation alternatives;
vi) employment, training and business opportunities for local residents and native people;
vii) waste disposal;
viii) disturbances to caribou migration;
ix) Bathurst and Beverly caribou herd management;
x) wildlife critical habitat for breeding and calving;
xi) competition between mining and conservation interests in the East Arm area;
xii) water level changes resulting from the proposed Slave River hydro-electric development;
xiii) agriculture;
xiv) Wood Buffalo National Park; Mackenzie Bison Sanctuary; and IBP sites;
xv) commercial fisheries in Great Bear and Great Slave Lakes;
xvi) sport fishing, hunting and outfitting;
xvii) traditional lifestyles;
xviii) forestry and forest fires;
xix) proposed Territorial Park at Hidden Lake; and
xx) flood damage reduction.

(h) Ellesmere: 1987-89

This Planning Area is located at the northernmost tip of the Arctic Archipelago where Parks Canada has proposed the establishment of a national park. Only limited exploration has occured, and some low-grade coal deposits have been found.

Issues include:

i) Ellesmere National Park proposal;
ii) sovereignty in the Arctic;
iii) mineral exploration; development and production;
iv) muskoxen management; and
v) IBP sites.

(i) Queen Maud: 1987-90

Significant mining prospects occur in the vicinity of Coppermine, and south-west of Bathurst Inlet. The Area supports a large part of the Bathurst and Beverly caribou herd calving grounds and ranges. A bird sanctuary and a game sanctuary already are established, and a national park has been proposed in the vicinity of Bathurst Inlet. In view of the foregoing, land use competition can be expected between conservation and mining interests.

Anticipated issues include:

i) mining exploration and potential development;
ii) access road construction;
iii) marine transportation;
iv) disturbances to caribou critical habitat and migratory patterns;
v) Queen Maud Bird Sanctuary; Thelon Game Sanctuary; and IBP sites;
vi) Bathurst Inlet National Park proposal;
vii) freshwater and marine fisheries;
viii) marine mammals; and
ix) native people and traditional lifestyles.

(j) Davis Strait: 1988-90

In addition to its potential for oil and gas, this area supports extensive marine life on which local communities base their living. Hydrocarbon-related activities, whether local exploration or transportation via the Northwest Passage, are viewed by the native people as a threat to their livelihood. A similar reaction has come from neighbouring Greenland. Consequently, the local and international concerns about potential impacts and management of the Area will require special attention.

Issues to be considered are:

i) marine transportation, particularly of oil and gas;
ii) oil and gas exploration, development and production;
iii) marine mammal management, and potential disturbance due to increased marine traffic;
iv) marine fisheries;
v) Baffin Island National Park; IBP sites;
vi) tourism management;
vii) employment, training and business opportunites for native people and local residents;
viii) traditional lifestyles; and
ix) international environmental issues, particularly in relation to oil and gas transportation.

(k) Keewatin-Hudson: 1988-91

This area contains a variety of issues involving both the marine and terrestrial environments. In the past, conflicts have occurred between mining exploration and

native traditional lifestyles, particularly in the Baker Lake area in relation to critical caribou habitat. Conservation interests in the Thelon Game Sanctuary also have been challenged by the mining industry. Forest fires are an issue in caribou management. People in the coastal communities depend largely on fishing, and sound management of these resources will be required. Trans-boundary issues also will necessitate attention, since three provinces are contiguous with this Planning Area.

Issues to be considered include:

i) oil and gas exploration;
ii) mining exploration, production and development;
iii) access roads and airstips;
iv) minesite facilities, accommodation and infrastructure;
v) townsite or fly-in/fly-out operation alternatives;
vi) protection of critical caribou habitat;
vii) Beverly and Kaminuriak caribou herd management;
viii) forest fire control for caribou management;
ix) freshwater and marine fisheries management;
x) traditional lifestyles;
xi) employment, training and business opportunities for local residents and native people:
xii) marine transportation;
xiii) Thelon Game Sanctuary; Akimiski Island and McConnell River Bird Sanctuaries; and IBP sites; and
xiv) territorial-provincial (NWT-Manitoba-Saskatchewan-Ontario) issues.

(1) Boothia-Southampton: 1989-91

In this Planning Area, issues relate to renewable resource management and social development. Native people are dependent upon renewable resources for their livelihood, and there is no mineral or hydrocarbon exploration. Commercial fisheries are an important wage and food source. The Area contains the calving grounds and ranges of the Wager Bay and Melville Peninsula caribou herds.

Issues include:

i) Wager Bay National Park proposal;
ii) Wager Bay and Melville Peninsula caribou herd management;
iii) protection of critical areas for caribou breeding and calving;
iv) marine fisheries;
v) marine mammals;
vi) oil and gas exploration;
vii) marine transportation;
viii) employment, training and business opportunities for native people and local residents;

ix) traditional lifestyles; and
x) bird sanctuaries and IBP sites.

(m) Foxe Basin: 1989-91

Until recently, the focus of this area essentially was on renewable resources; however, the Borealis mine proposal may change this. The Area contains most of the Baffin caribou herd range, and is used for hunting by numerous native communities, both within and outside the Planning Area. If the Borealis development proceeds, this area will deserve a higher level of priority for planning.

The principal issues are:

i) mine exploration and development;
ii) location of mine facilities;
iii) roads and airstrips;
iv) townsite or fly-in/fly-out operation alternatives;
v) marine transportation;
vi) communications;
vii) waste disposal;
viii) harbour facilities;
ix) impacts on fisheries and marine mammals;
x) traditional lifestyles;
xi) employment, training and business opportunities for native people and local residents;
xii) Baffin caribou herd;
xiii) Polar Bears;
xiv) Bowman Bay Game Sanctuary; and
xv) Dewey Soper and Cape Dorset Bird Sanctuaries.

2. Yukon

Of the 16 Planning Areas identified in the North, three are located entirely within Yukon, and two (Beaufort Sea and Mackenzie Mountains) straddle the Yukon-NWT border.

(a) Beaufort Sea Area: 1984-87

Joint Planning by the two Commissions will be necessary for this Area.

The Beaufort Sea - Mackenzie Delta area has been the centre of considerable attention for several years due to oil and gas exploration and discoveries, both onshore and offshore. The primary emphasis is on providing a framework within which exploration, production and development may take place, while ensuring that the concerns of the local residents are given full consideration, and that negative environmental impacts are kept to a minimum.

The primary issues are:

i) oil and gas exploration, production and development;
ii) infrastructure:
- exploration and production platforms; artificial islands; and caissons;

- gathering and/or transportation pipelines;
- loading and shipping;
- shore-based facilities; accommodation; storage; stockpiling; and over-wintering;
- communications;
- power generation and transportation;
- water supply; and
- solid and liquid waste disposal;

iii) armour rock quarrying; and granular material removal, both onshore and offshore;
iv) roads and airstrips;
v) operating procedures and scheduling;
vi) contingency and emergency plans;
vii) areas of seasonal use by wildlife and waterfowl:
- breeding;
- nesting;
- calving;
- staging;
- feeding; and
- denning;

viii) community development;
ix) maintenance of traditional lifestyles;
x) hunting and trapping;
xi) employment, training and business opportunities for local residents and native people;
xii) national parks; territorial parks; wildlife reserves; bird sanctuaries; IBP sites; and reindeer grazing reserve;
xiii) Porcupine caribou herd management (international);
xiv) marine mammal management (international);
xv) international boundary and related issues; and
xvi) international transportation;

(b) Whitehorse: 1985-88

A significant part of the Yukon population lives in this Planning Area, which contains a wide variety of resources and, consequently, of competing uses.

The principal issues are:

i) mining exploration, development and production;
ii) road access, construction and maintenance;
iii) rail transportation;
iv) power production and transportation;
v) pipeline construction;
vi) communications;
vii) wildlife;
viii) hunting and trapping;
ix) water quality;
x) sport and commercial fisheries;
xi) international fisheries;
xii) forest management and forest fire control;
xiii) waste disposal;
xiv) agricultural lands;
xv) recreational lands;
xvi) tourism;
xvii) national and territorial parks; and

xviii) employment, training and business opportunities for native people and local residents;

(c) Mackenzie Mountains Area: 1986-88

Joint Planning by the two Commissions will be necessary for this Area.

The Mackenzie Mountains include some of the best mining prospects in the North. One of the principal mineralization zones straddles the Yukon-NWT border, at the headwaters of the South Nahanni River (which flows into the Nahanni National Park). The area supports prized wildlife species such as the mountain goat and Dall sheep, and access is difficult and limited because of the rugged topography.

Regional issues and concerns are:

i) maintenance of water quality in the National Park;
ii) the provision of road access to the Cadillac mine development;
iii) impact of mineral exploration throughout the area;
iv) trans-boundary administrative issues;
v) access roads and airstrips;
vi) upgrading/reconstruction of the North Canol Road in the NWT;
vii) road maintenance;
viii) townsite or fly-in/fly-out operation alternatives;
ix) accommodation; water supply; and waste disposal;
x) communications;
xi) power production and transportion;
xii) terrain stability/permafrost;
xiii) wildlife management;
xiv) sport hunting and outfitting;
xv) protection of critical wildlife habitat for breeding, calving and mineral licks;
xvi) effects of low altitude over-flights on wildlife and national park charcteristics;
xvii) fisheries protection and management;
xviii) traditional land use;
xvix) benefits, jobs and business opportunities for local residents and native people;
xx) technical and managerial training for native people;
xxi) forestry potential and management;
xxii) tourism;
xxiii) national park boundary extension proposal; and
xxiv) IBP sites.

(d) Pelly-Stewart: 1987-90

This Planning Area contains some of the richest mineralization zones in Yukon, as well as significant placer mining potential. Mining activity currently is limited because of the low world metal prices;

however, when these increase again, so also will competing land uses.

Issues to be dealt with include:

i) mining exploration, development and production;
ii) access roads and airstrips;
iii) townsite or fly-in/fly-out operation alternatives;
iv) power production and transportation corridors;
v) waste disposal;
vi) river and stream siltation;
vii) regional and international water quality issues;
viii) protection of critical fish habitat;
ix) fisheries, both regional and international;
x) land reclamation after disturbances; and IBP sites;
xi) agricultural lands:
xii) wildlife;
xiii) hunting, trapping and outfitting;
xiv) games sanctuaries; territorial parks; and IBP sites; and
xv) employment, training and business opportunities for local residents and native people.

(e) Peel-Porcupine: 1989-91

This Planning Area contains most of the Porcupine caribou herd range, and there are some significant mining prospects in the south-eastern corner. Access to the area is quite limited, and the native people live a very traditional lifestyle; consequently, the proposed Dempster Lateral Pipeline could have a significant effect on the characteristics of the region.

Issues and potential conflicts include:

i) disturbances to caribou migration;
ii) international caribou herd;
iii) pipeline construction;
iv) construction and maintenance of the Dempster Highway;
v) "boom-bust" cycles of linear construction activities;
vi) mining exploration and potential development;
vii) access roads and airstrips;
viii) hunting and trapping;
ix) traditional lifestyles;
x) archaeological interests in the Porcupine area; and
xi) conservation interests, including the Peel River Game Preserve and IBP sites.